

Missouri Division of Workforce Development

One-Stop Career Center System

One-Stop Operator Designation/Certification Guide:

A Framework for High Quality Service and Continuous Improvement

One-Stop Operator Designation/Certification Guide

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A: Introduction

Missouri's vision is to improve the state's workforce and strengthen its economy by developing one-stop career centers that offer labor market information, provides access to career training and job placement services, and serves as the connection between employers and qualified workers. Missouri is committed to the development, systematic review, and improvement of the workforce investment system to one that is customer focused, anticipates and plans for future needs of customers, anticipates and plans for future business directions, and delivers improved results.

As each area implements one-stop career centers, the Local Workforce Investment Boards (LWIB) will develop a memoranda of understanding (MOU) with the agencies which are participating in the operation of or providing services through a local one-stop career center. The primary purpose of the guide is to assist local officials in the designation/certification of One-Stop Operators that are capable of meeting or exceeding quality standards established by the Missouri Training and Employment Council (MTEC) and Local Workforce Investment Boards. In essence, granting certification will endorse the ability and readiness of an operator to deliver high quality services to its customers.

Missouri's guide for designation and certification places the primary authority and responsibility for setting performance measures and standards with the Local Workforce Investment Board. To ensure consistency of quality across the One-Stop Delivery System, MTEC, has established a statewide vision and measurement architecture and is encouraging Local Workforce Investment Boards to use this framework for innovation in the design of the One-Stop delivery system.

The MTEC is offering, as an example for One-Stop Operator Certification, one of the most compelling private sector frameworks, the Malcolm Baldrige National Quality Award Criteria. The Baldrige Award Criteria are designed to help organizations enhance their competitiveness through focus on dual, results-orientated goals:

- ❑ delivery of ever-improving value to customers, resulting in marketplace success; and
- ❑ improvement of overall organizational performance and capabilities

B: Establishing the One-Stop Delivery System

The Workforce Investment Act (WIA) has expanded the mandatory partners and programs. WIA identifies a three tiered approach for serving job and training seeker customers, which uses a unified employer outreach and services approach to identify employer hiring and training needs and to fulfill those needs. To address areas of improvement in the current certification process identified by the Local Workforce Investment Boards and partners, and to address the new requirements under the WIA, the following One-Stop Operator Designation/Certification Guide has been developed.

I. Partnering for One-Stop Operator Designation / Certification

Missouri will continue to encourage the presence, participation, and provision of services from the initial federal and state mandated partner agencies through a One-Stop delivery system. These federally mandated partners and partners identified in the state MOU include the following:

- ✓ ***Department of Economic Development – Division of Workforce Development***
Workforce Investment Act Title I, Wagner-Peyser, DVOP/LVER, TAA/NAFTA, WtW, CDBG, HUD, Community Development, Migrant and Seasonal Farm Workers, INA, Job Corps, Youth Opportunity Grants, National Community Service Trust Act, WOTC/WtW Employer Incentives
- ✓ ***Department of Elementary and Secondary Education***
WIA Title II, Adult Education and Literacy Act, Carl D. Perkins Vocational and Applied Technology Education Act, Vocational-Rehabilitation Services, National Community Service Trust Act.
- ✓ ***Department of Social Services – Division of Aging, Division of Family Services, Division of Child Support Enforcement***
TANF, Title V of Older American Act, Rehabilitation Services for the Blind, Community Services Block Grant
- ✓ ***Department of Labor and Industrial Relations – Division of Employment Security***
Unemployment Insurance
- ✓ ***Coordinating Board for Higher Education***
Post Secondary Education, State & Federal Financial Aid Programs, Title IV of the Higher Education Act, Proprietary School Certification

II. One-Stop Center System Labels

To allow customers to understand what they may expect at different points in the One-Stop Center System, Missouri will use the following labels and definitions.

One-Stop Partner – is an agency/organization that participates in the delivery of products and services through the workforce investment system.

One-Stop Center – is a center (a single facility) which provides fulltime access to core, intensive, and training services on site, and has, at a minimum, the programs and services of the federal and state mandated partner agencies.

-- The Local Workforce Investment Boards will determine which of their existing centers will meet the definition of a one-stop career center under the Workforce Investment Act

One-Stop Affiliate (Satellite) Site(s) – is a center (a single facility) that provides less than fulltime access to core and intensive services, provides information, and has less than the federal and state mandated partners.

-- The above option would apply to those existing and future centers that may not meet the complete requirements to be one-stop career centers under the Workforce Investment Act

III. Designation of a One-Stop Center Operator

Under 20 CFR, Part 662, Subpart D of the Final Interim Regulations for the Workforce Investment Act as published in the Federal Register One-Stop Operators "are responsible for administering one-stop career centers." It is important to distinguish the role of a One-Stop Operator with that of the Local Workforce Investment Board, which has responsibility for making decisions about the local One-Stop service delivery system.

As background, the excerpts from the WIA Regulations and MTEC policies are furnished to provide guidance to the designation/certification of the One-Stop Operator.

"Sec. 662.400 Who is the One-Stop operator?"

(a) The One-Stop operator is the entity that performs the role described in paragraph (c) of this section. The types of entities that may be selected as the One-Stop operator include:

- (1) A post-secondary educational institution;
- (2) An Employment Service agency established under the Wagner-Peyser Act on behalf of the local office of the agency;
- (3) A private, nonprofit organization (including a community-based organization);
- (4) A private for-profit entity;
- (5) A government agency; and
- (6) Another interested organization or entity.

(b) One-Stop operators may be a single entity or a consortium of entities and may operate one or more one-stop career centers. In addition, there may be more than one One-Stop operator in a local area.

(c) The agreement between the Local Board and the One-Stop operator shall specify the operator's role. That role may range between simply coordinating service providers within the center to being the primary provider of services within the center. (WIA sec. 121(d).)"

"Sec. 662.410 How is the One-Stop operator selected?"

(a) The Local Board, with the agreement of the chief elected official, must designate and certify One-Stop operators in each local area.

(b) The One-Stop operator is designated or certified:

- (1) Through a competitive process, or
- (2) Under an agreement between the Local Board and a consortium of entities, that includes at least three or more of the required One-Stop partners identified at Sec. 662.200. (WIA sec. 121(d).)"

“Sec. 662.430 Under what conditions may existing One-Stop delivery systems be certified to act as the One-Stop operator?”

Under WIA section 121(e), the Local Board, the chief elected official and the Governor may agree to certify an entity as a One-Stop operator under the following circumstances:

(a) A One-Stop delivery system, consistent with the scope and meaning of the term in WIA section 134(c), existed in the local area prior to August 7, 1998;

(b) The certification is consistent with the requirements of:

(1) WIA section 121(b) and;

(2) The Memorandum(s) of Understanding; and

(c) The certification must be made public, in accordance with the “sunshine provision” in WIA section 117(e). (WIA section 121(e).)”

“Sec. 663.155 How are core services delivered?”

Core services must be provided through the One-Stop delivery system. Core services may be provided directly by the One-Stop operator or through contracts with service providers that are approved by the Local Board.”

Additional entries in Part 663 indicate that intensive services may be provided directly by the One-Stop operator or through contracts with service providers that are approved by the Local Board.

The One-Stop operator(s) also has a role:

- in determining when adults and dislocated workers are in need of intensive services to obtain employment or to obtain or retain employment that leads to self-sufficiency; and
- in need of training services and to have the skills and qualifications to successfully complete the selected training program.

The State Board, MTEC has mandated no core or intensive services will be provided by Local Workforce Investment Boards, their staff or administrative designees, nor shall they be designated or certified as a One-Stop Operator after June 30, 2000.

Local Design of One-Stop Delivery System and the One-Stop Operator(s) Options

It is important that local boards consider all of the options available to them in designating the One-Stop Operator(s) for the system in their area. The following are some guiding principles that will be helpful as those discussions take place.

A. Guiding Principles

- One-Stop Operator(s) should be chosen based on their ability to deliver desired results and to achieve customer satisfaction in alignment with the Local Workforce Investment Board's desired outcomes.
- The goal in Missouri's workforce development system is to achieve MTEC and Local Workforce Investment Board desired and customer-desired results, including customer satisfaction. Collaboration/ integration among agencies in the integrated delivery of products/services to customers continues to be the preferred method to achieve this.
- When choosing One-Stop Operators, the overall needs of the One-Stop delivery system for the area should be considered as well as the needs of specific customer groups and geographic areas. This choice should not be based solely on one center since One-Stop Operators may also have a role with affiliated sites.
- Non-mandated partners should be encouraged to become involved as feasible.

B. Scenarios and Considerations for Choosing the One-Stop Operator(s)

Local Workforce Investment Boards should be aware there are a variety of One-Stop Operator scenarios that could be developed to meet local needs. Varied options could be pursued if there are some large centers and some small centers, or a number of similar-sized centers, or a large geographic area.

I. Scenarios

- a. A single agency One-Stop Operator scenario could involve:
 - A separate One-Stop Operator for each One-Stop Center in the area, or
 - A single One-Stop Operator for the entire area, or
 - A single One-Stop Operator for a few centers and separate One-Stop Operator for other centers.
- b. Under a One-Stop Operator Consortium, there could be:
 - Multiple agencies that bring different areas of expertise, and
 - A different consortia for each One-Stop Center, or
 - One consortia for the entire area.

II. Considerations for Designating the One-Stop Operator(s)

- a. Single entity One-Stop Operator:
 - The single agency One-Stop Operator may be one of the WIA mandated partners.
 - The designated One-Stop Operator(s), if they are going to provide WIA Title I services, should be located at the One-Stop Center.
 - The current One-Stop Center managers could be designated as the One-Stop Operator, or the One-Stop Operator could be a part of a management team.
 - The One-Stop Operator could be from the private sector and then subcontract for service delivery.
- b. One-Stop Operator Consortia
 - A One-Stop Operator consortium could hire a private company for specific services.
 - A group of partner agencies could be a One-Stop Operator consortium with a designated fiscal agent; similar to the system used by the local inter-agency teams to operate under the One-Stop grant.
 - The entire existing local inter-agency team could be a One-Stop Operator consortium.

C. Role Options of the One-Stop Operator and Related Issues

The local board determines the role of the One-Stop Operator in implementing the Local Workforce Investment Board's vision for universal and core services, leading to achievement of results. This role could differ among the One-Stop operator(s) that may be chosen in an area.

1. The least comprehensive role of a One-Stop Operator could be serving as the "administrator of services", but contracting for the actual service provision. Refer to the list on page 4 for an example of the types of entities that may be selected as the One-Stop operator.
2. Except for the Local Workforce Investment Board and their staff, the One-Stop Operator could serve as the One-Stop delivery system facility coordinator, while at the same time serving as the fiscal or administrative manager, without providing any services directly.
3. The Local Workforce Investment Board should consider the impact, if an area-wide One-Stop Operator does have a coordination role, on existing One-Stop Center managers and One-Stop Center management teams.
4. In determining the role of the One-Stop Operator, the Local Workforce Investment Board should provide guidance on how the One-Stop Operator relates to other agencies.

5. The largest role for the One-Stop Operator would be to serve as both a primary service provider and the coordinator of One-Stop delivery system services by the other WIA mandatory and non-mandatory partners. Refer to the list on page 4 for an example of the types of entities that may be selected as the One-Stop operator.

D. RFP/Contractual Issues and Considerations

1. Under WIA, the Local Workforce Investment Board may conduct a competitive process in designation/certification of the One-Stop Operator. The Local Workforce Investment Board may opt to use an RFP process for some parts of the Workforce Investment Area, but choose a consortia approach in other parts.
2. Authority flows from the Local Workforce Investment Board to the One-Stop Operator by contract or by MOU between the Local Workforce Investment Board and One-Stop Partners.
3. In order to gather information on which direction to go, the Local Workforce Investment Board could do a preliminary research to determine if an RFP process is needed, or if agreeable consortia approaches are possible.
4. The RFP should address, at a minimum:
 - a. The specific services that the One-Stop Operator would be expected to provide and the parameters under which they would operate.
 - b. How the One-Stop Operator would address services to diverse populations.
 - c. How a One-Stop Operator will document the performance effectiveness in a One-Stop Center environment.
 - d. How accountability and the WIA Performance Measures will be handled.
 - e. The specific technology requirements that the One-Stop Operator would need to have.
 - f. Any other expectations that would be included in the Local Plan.

IV. Designation Time-period of a One-Stop Operator

A Local Workforce Investment Board may designate a One-Stop Operator for a period of two years based upon the funding cycle and performance.

V. Effective Date for Designation of a One-Stop Operator

Local Workforce Investment Boards may use this guide in designating a One-Stop operator before July 1, 2000.

VI. Selection and Certification of One-Stop Operator

The Local Workforce Investment Board may certify One-Stop Operator(s) or designate consortium(s) of entities of three or more of the One-Stop partners.

Any entity applying for certification as a designated operator at a minimum should meet all requirements of the Workforce Investment Act. Access to core services identified under the Workforce Investment Act must be made available through a One-Stop Center, and the Local Workforce Investment Board must have a Memorandum of Understanding in place with all center partners.

VII. Termination or De-certification of One-Stop Operator

A Local Workforce Investment Board may terminate or de-certify an operator for any of the following reasons:

- ✓ Failure to meet performance measures
- ✓ Failure to perform a self-assessment
- ✓ Failure to gather customer satisfaction information and to demonstrate a positive response to customer needs, feedback and ratings

Before certification can be terminated, the One-Stop Operator must develop and deploy a corrective action plan. The Local Workforce Investment Board must approve the plan. The Division of Workforce Development can provide technical assistance to the One-Stop Operator.

VIII. Re-Certification of One-Stop Operator

The corrective action plan will build on the initial certification guide, and the One-Stop Operator must demonstrate acceptable levels of performance results. Acceptable performance results will be measured against the certification issued to the operator (containing the Local Workforce Investment Board's performance requirements), the WIA performance measures, customer satisfaction measures, use of self-assessment tools, and continuous improvement efforts.

If a One-Stop Center or Satellite relocates to another facility, the operator may run the center or satellite under its existing certification. For example: a One-Stop Center or Satellite relocates to a new location due to flooding, loss of lease, fire, water, etc. and keeps the same host agency, level of partner commitment and services; the operator retains its existing certification. If a center or satellite relocates from an existing designated operator to a new One-Stop Operator, the new operator must apply to the Local Workforce Investment Board for certification. For example: if the partners to the original certification change, the new operator must apply for certification.

IX. One-Stop Center Continuous Improvement

To ensure improved customer satisfaction results, employee satisfaction, and organizational excellence; the Local Workforce Investment Board should annually conduct an organizational self-assessment of the local workforce delivery system. The Local Workforce Investment Board may choose to select from any of the following options for an assessment.

- ✓ Simply Better!
- ✓ One-Stop Career Center Self-Assessment Guide
- ✓ Locally selected assessment tool and process based on the Baldrige Criteria
- ✓ Missouri Quality Award Criteria
- ✓ The Show Me Challenge Self-Assessment
- ✓ The Baldrige Award Criteria

To support the State's focus on recognition for organizational excellence, each Local Workforce Investment Area is encouraged to submit a Missouri Quality Award Criteria application at least every three years.

See Attachment 1.

X. One-Stop Center Signage

Only sites authorized by Local Workforce Investment Board may utilize the One-Stop LOGO. Appropriate signs are:

- ✓ **One-Stop Partner** – is an agency/organization that participates in the delivery of products and services through the workforce investment system.
- ✓ **One-Stop Center** – is a center (a single facility) which provides fulltime access to core, intensive, and training services on site, and has, at a minimum, the programs and services of the federal and state mandated partner agencies.
- ✓ **One-Stop Affiliate (Satellite) Site** – is a center (a single facility) that provides less than fulltime access to core and intensive services, provides information, and has less than the federal and state mandated partners.

ATTACHMENT 1

Applying the Baldrige Criteria – the Missouri Quality

The 2000 Baldrige Award Criteria includes seven major categories and a total of 19 items within those categories. The seven categories are:

- Category 1 – Leadership
- Category 2 -- Strategic planning
- Category 3 -- Customer and market focus
- Category 4 -- Information and analysis
- Category 5 -- Human resource focus
- Category 6 -- Process management
- Category 7 -- Business results.

Categories 1 – 6 of the Baldrige are evaluated based on the organization's approach and deployment under the criteria. Category 7, Results, is evaluated on the results obtained through the organization's approach and deployment in Categories 1 - 6.

The state has established a set of measures (measurement architecture) and targets consistent with the subcategories in Category 7 – customer focused results, financial and market results, human resource results, supplier and partner results, organizational effectiveness results -- and consistent with the MTEC and WIA visions. Local Workforce Investment Boards are to define specific measurements and targets that are consistent with the broad state measures and which align local priorities with the state measures. The WIA performance measures and the state's measurement architecture represent the state's policy. The Local Workforce Investment Boards have the authority and responsibility to establish locally the measures and targets that will define high performance career centers within the broad state framework.

Leadership:

Leadership at all levels of Missouri's Workforce Investment System will be committed to building customer focus and clearly communicating that focus to all levels of the system. Through development of customer focus, measurement architecture with regular review of results, and the creation of a culture fostering empowerment and innovation, leadership will provide direction for the system and identify opportunities for improvement.

Strategic Planning:

The alignment and deployment of strategic planning at all levels of the system are essential for effective operation and achievement of strong performance. This alignment begins with Missouri's Show Me Results and the WIA performance measures. The LWIB establishes a strategic direction and plan for achieving

improved performance that is aligned with the Show Me Results and includes the integrated delivery of workforce services within the workforce investment area. The plan includes consideration of customer and market need/expectations and focuses on the future direction of the workforce investment system. Local operators will develop specific strategic plans that address the needs of their local areas and that are aligned with the LWIB plan.

Customer and Market Focus:

Missouri's one-stop career centers and Workforce Investment System are based upon a strong customer focus and have two key customer groups: employers and workers (potential and current). The Workforce Investment System and one-stop career centers will have a regular, consistent, and comprehensive system of collecting customer information to determine customer satisfaction, customer dissatisfaction, identification of emerging customer groups, and assessment of the future needs of current and emerging customer groups. Products/services will be designed and/or improved to meet the key requirements of the customer groups. Missouri's one-stop career centers and Workforce Investment System will actively build, maintain, and evaluate customer relationships.

Information & Analysis:

Information and Analysis is the foundation for organizational excellence. The measurement architecture must include measures for all sub-categories of category 7, Results, that align with the organizational approach established through categories 1 – 6. To be effective, this information must be displayed in ways that are easy to understand and appropriate for each level of the organization so that the information may be used to make day to day management decisions. The collection and use of data must be reviewed on a regular basis to determine if the current data is sufficient and appropriate to allow the organization to make decisions based on fact.

Human Resource Focus:

A Human Resource Focus allows employees to develop and use their full potential in alignment with the organization's desired results. The organization focuses effort on building and maintaining a work environment and employee support climate conducive to performance excellence, employee involvement and empowerment, and individual and organizational growth. The Human Resource Plan is aligned with and supports the strategic plan. Work systems are designed to promote cooperation and collaboration, individual initiative, innovation, and flexibility. The performance management system supports the achievement of results. The entire Human Resource function from recruitment of new employees through employee skill development, through employee retention and assessment of employee satisfaction is focused on giving employees the skills, information, and level of empowerment needed to effectively perform their jobs to achieve improved performance in customer-focused results and organizational effectiveness results.

Process Management:

LWIB and one-stop career centers will identify their key products/services, design processes, production/delivery processes, support processes, and supplier and partnering process. Processes will be designed/improved to meet key customer requirements, including consideration of customer requirements in cycle time, cost control, productivity, timeliness of introduction of new products/services, and effectiveness in achieving the customer-desired result. If sub-contractors (suppliers and partners) are used by the LWIB or One-Stop Center, the LWIB or One-Stop Center will have in place a process that provides for establishment of performance requirements, review of the sub-contractor performance, assistance and incentives to improve sub-contractor performance, and a method of regular review and improvement of the supplier and/or partner relationship.

Performance Results:

Without a systematic and well-deployed approach in leadership, strategic planning, customer and market focus, information and analysis, human resource focus, and process management, an organization will not achieve excellence. Data is collected and analyzed for the purpose of using the data to make decisions leading to improved performance. It is also used to review performance in comparison to the “best” performers who are similar to the organization. Leading Local Workforce Investment Boards and one-stop career centers measure results in the areas of customer focused results, financial and market results, human resource results, supplier and partner results, and organizational effectiveness results. Leading Local Workforce Investment Boards and one-stop career centers will work toward establishing strong trends of improved performance in these areas and review their performance in comparison to the “best” performing organizations. Customers of one-stop career centers enter with a wide array of needs.